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GOVERNMENT OF THE PHILIPPINE ISLANDS
DEPARTMENT OF PUBLIC INSTRUCTION

TWELFTH ANNUAL REPORT
OF THE SECRETARY OF
PUBLIC INSTRUCTION

TO THE
PHILIPPINE COMMISSION

FOR THE FISCAL YEAR ENDED
JUNE 30, 1913

MANILA
BUREAU OF PRINTING
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REPORT OF THE SECRETARY OF PUBLIC INSTRUCTION.

DEPARTMENT OF PUBLIC INSTRUCTION,
Manila, September 23, 1913.

GENTLEMEN: I have the honor to present herewith the Twelfth Annual Report of the Secretary of Public Instruction. Except where otherwise stated, the report covers the period between July 1, 1912, and June 30, 1913.

BUREAU OF EDUCATION.

ENROLLMENT.

At the end of the school year in the month of March there were in operation 2,595 primary schools, 296 intermediate schools, and 43 secondary schools, employing 658 American and 7,013 Filipino teachers; while at the end of the preceding school year in March, 1912, there were in operation 3,364 primary schools, 283 intermediate schools, and 38 secondary schools, employing 664 American and 7,696 Filipino teachers. During the year 440,050 pupils were enrolled with an average daily attendance of 287,995. During the preceding year there were 529,655 pupils enrolled with an average attendance of 329,073. It will be noted that the daily enrollment was considerably less, but that the average of attendance increased from 60 to more than 65 per cent.

In this connection I desire to present the following table:

Grades.	Average daily attendance.			
	1909-10	1910-11	1911-12	1912-13
Primary:				
I.....	191,498	209,119	171,168	139,271
II.....	60,930	74,232	69,909	57,560
III.....	31,461	33,125	39,290	37,279
IV.....	14,062	17,386	22,479	24,309
Intermediate:				
V.....	7,600	9,466	10,950	11,105
VI.....	4,234	6,042	7,190	8,370
VII.....	2,480	3,402	4,608	5,820
Secondary:				
First.....	1,127	1,608	1,971	2,296
Second.....	490	624	796	997
Third.....	286	282	452	588
Fourth.....	166	241	260	405
Total.....	314,334	355,522	329,073	287,995

It will be noted that in school enrollment there has been a further considerable decrease which will be discussed a little later on.

In other respects school work has shown a steady and material advance. Improvement in the personnel of teachers, both American and Filipino, has been marked; particularly so as regards the latter. A higher average of qualification in the case of American teachers has been secured through careful personal selection of appointees in the United States, while the improvement in the Filipino teachers has resulted from encouraging them to study and improve their knowledge of English, and from the elimination of many who had not shown particular aptitude for teaching.

Before taking up the various activities of the Bureau, I wish to discuss the reasons for the large decrease in enrollment and the remedy therefor. Attention was invited in the last annual report of this Department to the decrease in the number of pupils, although it was then intimated that the decrease in the efficiency of the public schools was more imaginary than real. This, however, can no longer be claimed. Speaking of the situation in his report, the Director of Education says:

(1) When schools were first started after the American occupation, the pupils presenting themselves for instruction were for the most part in the lowest grades. To-day, however, there are 30,692 pupils in the intermediate and 6,111 in the secondary grades. This shows an increase of 13,943 over the 1909 enrollment for the last month (March) of the 1912-13 school year.

(2) Filipino teachers formerly were willing to teach for meager salaries because of the educational advantages offered them through teachers' classes and other similar agencies. Now 50 per cent of the Filipino teaching force of the Bureau of Education has completed the intermediate course, and must be paid a living wage.

(3) Before the Bureau of Education adopted a definite program for industrial instruction, the expenditures for this purpose amounted to very little. At the present time 120 American and 610 Filipino teachers are engaged entirely in industrial work. The cost of industrial instruction reaches the approximate sum of ₱744,000 annually.

(4) Before 1910 very little money was spent for the erection of permanent school buildings, reconstruction work, or for the acquisition of suitable school sites. During the calendar year 1909 these expenditures totaled ₱237,000; in 1910, ₱771,000; in 1911, 518,000; and in 1912, ₱486,000.

(5) At the present time there is an insistent demand throughout the country for public school facilities. A few years ago pupils were kept in school through the personal influence of their teachers, and, in certain municipalities, the officials made attendance practically compulsory. It was formerly possible to meet the new demands on the Bureau of Education by limiting activity in other directions. A limitation of the activities

of the Bureau now in any line is resented, even though such action may be taken in order to permit of meeting a more urgent need elsewhere.

These changed conditions have caused constantly increasing demands upon school funds, which have not been correspondingly increased. In fact, municipal receipts for school purposes during the year 1912 fell below those for the previous year. The total amount of money available from Insular sources for the year 1909 was ₱3,666,000; for 1910, ₱3,882,000; for 1911, ₱3,610,000; and for 1912, ₱3,610,000. That is, the total appropriations for school work have been materially decreased. It is apparent, therefore, that with increasing demands on the Bureau and with decreased rather than increased appropriations, retrenchment somewhere was necessary.

Quoting again from the report of the Director of Education:

First, the permanent building program might have been abandoned. In view of the fact, however, that the first Act of the Philippine Legislature was to appropriate funds for the construction of permanent school buildings, such action would involve disregard of the expressed will of the Legislature. Furthermore, it would have been unwise from every point of view. These schools simply could not be continued longer in the very inadequate and unsanitary buildings which were almost the only ones available a few years ago.

Second, industrial education might have been abandoned. It is certain, however, that no thinking man could have conscientiously recommended such action.

The situation might have been relieved somewhat by keeping the salaries of Filipino teachers at the very lowest possible minimum. The inevitable result of such action, however, would have been most disastrous since it would have occasioned the loss of a very large number of the most efficient of the Filipino teaching force. Even under existing conditions this Bureau loses many good teachers annually to other branches of the Government and to business houses offering better salaries than this Bureau is able to pay.

* * * * *

Fourth, the number of American teachers might have been greatly reduced. In view of the fact that American teachers have been assigned for the most part as supervising teachers and as classroom teachers in secondary grades, for which positions there is not a sufficient number of properly trained Filipinos, an appreciable reduction is not yet advisable.

The only logical relief obtainable was either through limiting to a considerable extent the amount of primary instruction by closing barrio schools, or by reducing the number of intermediate and secondary school pupils to the number of enrolled during the school year 1909-10. The first was chosen for a number of reasons. In the first place, the country needed a large number of well-trained young men and women as teachers and workers along similar lines. The schools to date have not been able to produce a sufficient number of this class. Moreover, the people who have had a voice in affairs have always been much more interested in intermediate and secondary instruction than in the extension of primary schools

to the barrios. The Director of Education and his official superiors are constantly in receipt of letters protesting against the closing of or demanding the opening of intermediate schools. During the past three years this Bureau has received more than six times as many communications asking for an extension of intermediate instruction as for an extension of primary instruction. Representatives of the Insular Government traveling through the provinces are met with requests from every section for the extension of intermediate instruction. Their attention is very rarely indeed called to the desirability of extending primary instruction.

The action taken reduced the number of schools to a dangerously low minimum. The situation created was a serious one. However, His Excellency the Governor-General, by an additional allotment to the Bureau of Education, made possible the opening of 1,000 primary schools, in which it was desired to enroll at least 100,000 additional pupils at the opening of the 1913-14 school year. At this writing the approximate minimum increase has been secured, notwithstanding the fact that reports have not yet been received from a number of school divisions on account of normal institute sessions held at the beginning of the school year. The increased enrollment secured will greatly exceed the minimum figure desired.

This action provides a remedy for the decreased attendance in the public schools, but it does not in any sense relieve the pressure on the Bureau of Education caused by the promotion of large numbers of pupils from the lower to the higher grades in those schools which have been in operation for some time. This pressure is becoming so great that the Bureau of Education, in default of an increased appropriation, will in a short time be again compelled to choose between one of two alternatives: To reduce the total number of schools, or to limit the amount of higher instruction given.

It is evident that we must either increase the amount of money to be expended by the Bureau of Education, or else limit the number of pupils to be given secondary instruction. The opening of these additional primary schools will only intensify our difficulty, if the present policy of expansion is adhered to.

The youth of the Philippines are anxious to obtain an education, and their parents are willing to make many sacrifices in order that they may do so. A large number of those who complete the primary course desire to enter intermediate schools, and of those who graduate from the intermediate schools, almost all wish to attend high school. Years ago, before these difficulties were realized, the Bureau of Education established a high school in every province. Few of these schools were properly equipped, and the instruction given in many of them was not of the character that should be expected in secondary schools. Owing to the great demand for the opening of intermediate schools by parents whose children had completed the primary course, many have been established which can only be maintained at considerable cost.

After a careful study of this question, it is believed that the following is the only feasible solution:

It is assumed that, at this time, appropriations for school purposes cannot be materially increased; in fact with the present decrease in revenues, it will be difficult to keep the appropriation equal to the amount which the Bureau has heretofore had. The first duty of the Government is to give all children primary instruction. To learn to read and write, and to understand something of arithmetic and geography is essentially necessary to the development of the masses of the people to that point where they may be individually competent and capable of performing the ordinary duties of a citizen. Advanced education is desirable; but it is not essential for all. The country needs and will continue to need a limited number of men of higher training, and this training, when given at all, should be given thoroughly.

Instead of a mediocre high school in each province, efficient district high schools should be established. If the Archipelago were divided into some eight or nine districts, and a high school, limited in its enrollment, maintained in each district, it could be much better equipped than the high schools are at present; the qualifications of the teachers could be much improved; the expense of pupils from other provinces paid; and a large saving in the total cost of our high schools still effected. Intermediate schools should likewise be established at central points, with reference to the needs of the whole country rather than to the desire of the people of a particular locality. The number of pupils receiving instruction beyond the primary grades would necessarily be limited. Each school subdivision would have a number of pupils eligible for higher instruction, the number to be based upon the school population of the district, and the pupils to be given this higher instruction would be selected upon the basis of scholarship and health. This plan, when carried out, would permit all of the children of the Islands to have the benefit of primary schools; a selected number of primary graduates would receive intermediate instruction; and a smaller, but still selected number of intermediate graduates would receive high school instruction.

By this consolidation of schools in which most of the teaching personnel is now American, the total number of teachers of that nationality could be greatly reduced, and appropriations equal to those now made would suffice to carry on the entire system until such time as a greater degree of economic prosperity may permit the collection of more taxes and provide larger revenues

for school purposes. This plan of selection should be continued in the university, as, of course, the resources of the country are inadequate to provide a university education for all who desire it.

This matter presents a serious situation which must have prompt and radical treatment. It is not possible to give all the young men and women of these Islands either intermediate or secondary instruction, but it is possible to give primary instruction to all, and to a few, whose merit has been proved and whose capacity is most marked, advanced opportunities. Unless a limit is fixed to intermediate and secondary schools the school enrollment will continue to decrease.

SCHOOL STRIKES.

During the past year there have been several cases where, because of some grievance, real or fancied, a number of pupils have "walked out," and in some cases even tried to prevent their fellows from attending school. They have then attempted to force the Bureau of Education to take such action as they, the pupils, demanded. The Bureau of Education has taken the position that a pupil who leaves a school under such circumstances has voluntarily surrendered his membership in the school; that if the student believes that he is suffering from some injustice, he should take the matter up through the proper channels, to the highest authority in the Islands, if necessary, for determination, but that under no circumstances can he leave the school and still maintain membership in it. This policy has been specifically adhered to by the Bureau, and it is believed that strikes of this character are not likely to occur often in the future. So far as the truth can be learned it seems that the parents of the children have in no case really sustained their actions; but that this method of adjusting differences has been utilized by local politicians to serve personal ends.

LEGISLATION.

The following is a résumé of legislation, directly or indirectly affecting the Bureau of Education, which was enacted during the year.

The first named Acts are of direct interest to the Bureau of Education, providing as they do appropriations for the conduct of the work.

Act No. 2194 appropriates ₱53,750 for the improvement of Teachers' Camp at Baguio, and ₱60,000 for school buildings in non-Christian provinces.

Act No. 2208 appropriates the sum of ₱253,700 for the conduct of schools in the non-Christian provinces for the calendar year 1913.

Act No. 2218 appropriates the sum of ₱50,000 for the maintenance of the School of Household Industries in Manila.

Act No. 2219 appropriates ₱30,000 for the support of student pensionados in Insular schools.

Act No. 2262 appropriates ₱50,000 for the construction of a building, to be known as the José Rizal School, in the municipality of Calamba, Laguna.

Act No. 2264 appropriates ₱275,000 for the construction of buildings for the Philippine School of Arts and Trades, and ₱150,000 for aid in the construction of central school buildings.

No general appropriation Act was passed by the Legislature, and as a consequence, the Bureau of Education as well as other Bureaus, will depend for support on funds allotted by the Governor-General under authority given him by law to allot funds for the support of the Government in case of failure of the Legislature to pass a general appropriation bill.

In addition to the appropriation Acts enumerated above, the following directly affect the Bureau of Education:

Act No. 2198 authorizes the Secretary of Public Instruction to make an allotment from the funds appropriated under the Gabaldon Act for the construction of a school on land belonging to the Government of the United States in the naval reservation at Olongapo, Zambales.

Act No. 2217 authorizes municipal councils to appropriate at the beginning of each year a certain part of school funds for the creation and maintenance of night schools in English.

Act No. 2249 gives to the Governor-General on behalf of the Philippine Islands, and to municipalities and provinces, the right to expropriate real property for public uses. This Act confers on Courts of First Instance exclusive original jurisdiction in such cases.

Among the large number of Acts passed during the year, the following do not affect the Bureau of Education directly, but are of indirect interest to it:

Act No. 2225, appropriating the sum of ₱100,000 for the Philippine Exposition to be held in the city of Manila during the year 1914. Such an exposition is authorized under the provisions of Act No. 2224.

Act No. 2226, appropriating the sum of ₱150,000 for the establishment and maintenance of stations for practical in-

struction in matters concerning agricultural demonstrations and development.

Act No. 2231, authorizing municipal councils under certain conditions to close municipal roads, streets, alleys, parks, or squares for governmental purposes.

Act No. 2238, providing for the revision and correction of land tax assessments.

Act No. 2239, providing that until January 1, 1920, both English and Spanish under certain conditions shall be official languages.

Act No. 2253, appropriating the sum of ₱45,000 to provide for the creation of 20 scholarships in the Government Forest School at Los Baños; for the maintenance of 33 scholarships already created; and for the salaries, traveling expenses and equipment of graduates of the school.

Act No. 2259, providing for a cadastral survey, is one of the most important pieces of legislation of recent years.

Act No. 2260, appropriating the sum of ₱625,000 for the University of the Philippines for the fiscal year 1914.

PUBLICATIONS.

The following publications were issued during the year.

Bulletin No. 44, Libraries for Philippine Public Schools.

Bulletin No. 45, The School of Household Industries.

Bulletin No. 46, The Industrial Museum, Library and Exhibits of the Bureau of Education.

Bulletin No. 47, Good Manners and Right Conduct (for use in primary grades). Although good manners and right conduct have been taught in the public schools for a number of years, it was found advisable to prepare a comprehensive bulletin to serve as a teacher's guide.

Bulletin No. 51, The Philippine School of Commerce. 1913.

Bulletin No. 52, The Philippine School of Arts and Trades, Nautical Department. 1913.

Bulletin No. 53, Elementary Course in Plain Sewing.

A Talk on Health Conditions in the Philippines. Dr. Victor G. Heiser, Director of Health.

Civico-Educational Lecture No. 8—Corn.

The Teachers Assembly Herald (Vol. No. 6).

The Twelfth Annual Report of the Director of Education.

Supplementary Problems for Trade Schools and Trade Classes in the Philippine Public Schools.

The Philippine Craftsman.—The first issue of this magazine, which is published monthly during the school year, was printed

in July, 1912. Only articles dealing with industrial subjects are published in it, and, through its wide circulation, it keeps even the more remote divisions in touch with all phases of industrial work. It has attracted favorable attention from prominent European and American educators.

In addition to those enumerated above, the following textbooks, bulletins, etc., are in course of preparation and will be distributed in the near future:

Bulletin No. 31 (revised), School and Home Gardening.

Bulletin No. 40 (revised), Athletic Handbook.

Bulletin No. 48, A Course in Civics.

Bulletin No. 49, Philippine Industrial Fibers.

Bulletin No. 50, Arbor Day and School Holidays.

Economic Conditions in the Philippines.

Housekeeping—A Textbook for Girls in the Public Schools of the Philippine Islands.

Philippine Mats (Reprint from the Philippine Craftsman Vol. No. II).

BUILDINGS AND SITES.

Definite progress has been made in the matter of securing sites and erecting buildings for school purposes. Each barrio school must have a site containing at least 5,000 square meters, and each central school one of at least 10,000 square meters, before the expenditure of Insular funds for construction will be permitted; and, where permanent buildings cannot be erected because of lack of funds, temporary buildings must be constructed in accordance with plans prepared by the General Office. There are now in the Islands, 1,032 standard school sites, of which 643 contain from 5,000 to 10,000 square meters, and 389 exceed the latter area. Of this total number, 311 barrio and 252 central sites were secured during the last fiscal year, while 111 standard plan schoolhouses, containing a total of 435 classrooms, were completed. This brings the total number of standard plan school buildings constructed since the passage of the original Gabaldon Act up to 180; yet, although this represents no little progress, a beginning of adequately supplying the needs of the Islands has scarcely been made.

The large and commodious Normal School building was completed and occupied at the beginning of the school year; the new Girls' Dormitory is in process of construction; and the necessary funds have been made available for the Philippine School of Arts and Trades. Taken all in all, the building program is thoroughly satisfactory.

INSULAR SCHOOLS.

The Bureau of Education maintains entirely with its own revenues, and under the direct control of its officers, five schools, membership in which is open to students from all parts of the Islands. These are the Philippine Normal School, the Philippine School of Arts and Trades, the School of Household Industries, the Philippine School of Commerce, and the School for the Deaf and Blind. In addition to these the Girls' Dormitory is supported entirely by Insular funds.

The Philippine Normal School.—This school is devoted exclusively to the training of teachers. Not only are academic and pedagogic subjects taught, but instruction is given in all branches of industrial work represented in the public schools. All students are required before graduation to teach at least one class a day for two years, and this teaching covers all subjects of the primary and intermediate grades.

One hundred and twenty student teachers are in charge of training classes each day, their work being directed by 10 critic teachers. Ninety-seven per cent of those who were graduated during the last three years have entered the teaching service, and not one of these has abandoned the profession. In June, 1913, the school opened with a total enrollment of 1,460 young men and women, 690 of whom were taking the regular Normal School work; the remainder being in the training department. The faculty consists of 24 American and 22 Filipino teachers. The grounds surrounding the new building have not yet been fully laid out, but space is available for baseball and other athletic fields, and it is hoped soon to complete their arrangement and beautification.

The Philippine School of Arts and Trades.—This school is now most inadequately housed, and it has, therefore, been necessary to turn away a number of applicants for admission. Money is, however, available for the construction of new buildings, and when completed they will greatly increase its usefulness. The total number of pupils enrolled during the last year was 601. There was no effort made to increase the amount of commercial work done, as this is only incidental to the work of the school, yet during the year revenues from this source amounted to ₱46,090.68.

At the beginning of the school year a nautical department was established. The enrollment is limited to 40, and pupils must be at least 18 years of age, have completed the intermediate course of study, and signify their intention of following seamanship as

a profession after graduation. Arrangements have been made with the Shipowners' Association, whereby that body will co-operate with this department in the training of ships' officers. The students enrolled are of a high class, and bid fair to make this department a very useful one to the country, as there is constant demand for officers for interisland vessels.

Philippine School of Commerce.—There has been considerable progress made in this school, especially in the number of well-trained pupils that matriculate for some one of its courses. Its total enrollment was 392, representing 32 provinces. Graduates from this school, or even those who have completed only part of the course, have no difficulty in obtaining employment at reasonable salaries.

School for the Deaf and Blind.—The lack of revenues has not permitted the extended development of this school, and there is a large number of both deaf and blind children in the Islands who do not receive training of any kind. The enrollment during the past year was 46. The pupils are housed and subsisted at the school, and the work is handled by an American principal with four Filipino assistants.

School of Household Industries.—This school, which was established at the beginning of the year, has done satisfactory work. Its purpose is to train in several lines of household industry adult women, who are admitted under an agreement to return to their home towns and there train others in the particular class of work in which they have received instruction, so that there may be established a number of centers of household crafts, which will contribute to the income of the women engaging in them when not occupied with their ordinary duties. Two classes have now finished the course, and while it is too early to judge the results with accuracy, it is hoped that the creation of these industries will prove of great benefit to economic conditions in the Archipelago.

SCHOOLS FOR NON-CHRISTIANS.

Owing to peculiar conditions which existed in the early days of American occupancy, certain provinces obtained the name, now well engrafted in the law, of "non-Christian" provinces. These provinces, for which laws are passed by the Philippine Commission acting alone, are Nueva Vizcaya, Agusan, and the Mountain Province. For the work in these provinces, there was appropriated last year the sum of ₱253,700, exclusive of moneys appropriated for the construction of school buildings. The school

buildings at Cervantes and Bontoc have been completed, and in Kiangnan a beautiful building of cut stone found in the immediate neighborhood has been erected by the schoolboys themselves. Funds are also available for the construction of a building at the Girls' School at Bua. The policy of maintaining schools at the principal centers of population has been continued. Some schools of the same character are maintained outside of the boundaries of the non-Christian provinces, those, for example, for the Tinguianes in Abra; the school for the Tagbanuas at Aborlan, Palawan; the school at Consosep, Camarines; and the school for Negritos at Villar, Zambales. The effect of these in developing the tribes among which they are located is remarkable.

ATHLETICS.

Athletic instruction has come to be one of the important parts of school work. It is not possible to state with exactness the number of pupils who take part in athletics, but, owing to the introduction of group games and forms of play in which all may participate, it may be said that the percentage is very large, and that nearly every pupil is now getting some benefit from systematic physical exercise. During the past year two separate contests for prizes donated by Governor Forbes were held in each school division. These contests aroused a keen interest and were productive of very beneficial results.

In connection with the Philippine Carnival in February, 1913, the Far Eastern Olympiad was held in Manila. Both China and Japan sent a number of young men, and the athletic contests lasted for several days. Almost all contestants representing the Philippines were schoolboys. Japan won the baseball championship; but in track, field, and general sports the Filipinos were victors.

A number of provincial meets are held each year. The following table shows the various meets and the winners in each case of both the baseball and the track and field sports:

Associations.	Winners.	
	Baseball.	Track and field.
Southern Luzon	Camarines	Albay.
Central Luzon	Nueva Ecija	Pampanga.
Southern Tagalog	Batangas	Laguna.
Inter-Visayan	Iloilo	Occidental Negros.
Ilocano	Ilocos Sur	Ilocos Norte.
Cagayan Valley	Cagayan	Cagayan.
Manila	P. S. A. T	City schools.

The following Interscholastic records may be of interest as showing that our best school athletes have accomplished:

Philippine interscholastic records.

Events.	Records.
50-yard dash	5½ seconds.
100-yard dash	10½ seconds.
220-yard dash	23 seconds.
440-yard run	54½ seconds.
880-yard run	2 minutes 13½ seconds.
220-yard low hurdles	28 seconds.
Running broad jump	20 feet 2½ inches.
Running high jump	5 feet 3½ inches.
Shot put	45 feet 11½ inches.
Pole vault	10 feet 6½ inches.
880-yard relay	1 minute 41 seconds.
Mile relay	3 minutes 45 seconds.

PLAYGROUNDS.

As heretofore mentioned, barrio school sites must contain 5,000 square meters and central school sites 10,000 square meters, in order that each school may have an ample playground. In connection with practically every provincial high school there is maintained a baseball field, a quarter-mile running track, and courts for group games.

TEACHERS' VACATION ASSEMBLY AT BAGUIO.

Each year the annual assembly held at Baguio during the school vacation becomes more popular. This institution was originally designed for American teachers, many of whom are located at isolated stations and have little opportunity for mental recreation. Weeks of association with large numbers of men and women engaged in similar work, in a climate more nearly that to which they have been accustomed in America, is of great benefit in stimulating them mentally and physically. Teachers' Camp at Baguio now contains a considerable group of buildings, and has many conveniences for the comfort of its sojourners. Teachers who attend this assembly pay their own expenses, but the number who appreciate its advantages has been steadily increasing year by year until last season there were 437 men and women in attendance. Of these 89 were Filipinos; and it is believed that the number will continue to increase.

Two noted educators from the United States attended the assembly and lectured upon education and upon cultural subjects. They were Dr. Paul Monroe, head of the department of education, Columbia University, and Dr. Edwin A. Schell, president of the Iowa Wesleyan University. The lectures were well attended and appreciatively received.

In addition to these lectures, special courses in various branches of the industrial work were given, and conferences of American and Filipino teachers held for the interchange of ideas regarding the work of the Bureau.

OTHER VACATION ASSEMBLIES.

The regular annual vacation Assembly for Filipino teachers was held at Manila in the Normal School from April 15 to May 24. One thousand one hundred and nine teachers from 36 school divisions attended. Special courses were given in school administration and management, and in various phases of school work.

Except in those near Manila, normal institutes for the instruction of teachers are held annually in each school division. In former years these institutes were given over largely to academic subjects, but recently more emphasis has been placed upon industrial subjects and school administration and management.

PRIVATE SCHOOLS.

The work of standardizing the courses of instruction in the private schools and colleges of the Islands, and of establishing the English language as the medium of instruction, as far as possible, for all subjects, has been steadily pushed during the year. In general, the institutions concerned have shown a marked willingness to become familiar with the requirements laid down by this office, and make every endeavor to conform to them. There has been a marked improvement in the quality of instruction, especially in the primary and intermediate courses.

Eleven new schools have been recognized in the course of the year; three being authorized to confer the degree of bachelor of arts; two to give high school diplomas; four to issue intermediate certificates; and two to issue primary certificates only. Besides these, five others which were previously recognized as regards their lower grades have secured the Government approval for the more advanced portion of their curriculums. There are still a large number of schools seeking Government recognition. A few of these are well organized, and will probably be approved before the close of the current year. The majority of them however, have no permanency, and it is not probable that they will ever meet the requirements.

In nineteen schools all regular academic work is carried on in English, and practically all primary and intermediate instruction is in that language. Until, however, the secondary grades come to be composed mainly of pupils who received their primary and intermediate instruction in English, it is, of course, impossible to impose a complete change in the language of instruction on the highest grades of these schools.

As the public schools in Manila are on a one session basis, it has

been easy to secure experienced teachers for afternoon work in private schools, and many of the regular teachers who at first could not speak a word of English have since become sufficiently proficient in the language to be able to use it in the classroom. One of the colleges under the control of a religious order has adopted the policy of keeping two members of its faculty in the United States or in England for study. It has also been suggested that teachers in these colleges should exchange places for certain periods with teachers of the same attainments in colleges in the United States, an arrangement which would probably be mutually beneficial.

At the close of the last school year there were 10,437 pupils enrolled in the recognized private schools, an increase of 2,555 over the preceding year. The enrollment for the current year shows a further increase. The industrial work done in private schools is, for the most part, below the standard required in the public schools. This is particularly true of the boys colleges, where the argument is made that the pupils being drawn, as a rule, from the wealthier class, do not need industrial training. While this contention is, from a utilitarian point of view, not entirely without force, it is believed that industrial work in these schools would furnish a diversion from the monotony of continuous academic work, and that the pupils would enjoy it. There are some exceptions to these general statements in regard to industrial work, notably the Silliman Institute at Dumaguete, which gives excellent courses in agriculture and in woodworking; the Industrial School Republic at Jaro; and the schools of the Belgian Sisters in Manila, Tagudin, Bontoc, and Baguio, which do admirable work in lace making.

The private schools are realizing in an increasing degree the importance of physical training for their pupils. In addition to calisthenics, various athletic games have been taken up and some of the schools have made very creditable records. The Silliman Institute was the first to take prominence in this field, but lately some even of the schools under the control of religious orders have had good teams in baseball, football and basket ball. As a general rule, the private schools lack specially trained teachers for athletic work, and few of them at present have suitable grounds.

Practically all of the recognized private schools charge fees for the tuition given, but some of them maintain free schools separate from the regular classes for pupils who cannot afford to pay. In most cases, these are not given the standard course of study. There has been much improvement in the building

and equipment of private schools and colleges, although no progress has been made since the rendering of the last report on the new building projects then under consideration by the Ateneo and several of the other colleges in Manila.

The relations of the private schools and the public schools have been faithfully observed. The regulations put in force last year, governing cases of expulsion and suspension, have been faithfully observed. Early in the present school year, however, it was necessary to lay down certain rules to prevent pupils being admitted in private schools to classes in advance of those they were qualified to enter. In general, a comparison of the condition of private schools at the present time with that of a few years ago furnishes the very strongest proof of the wisdom of the policy instituted for their standardization. Greater progress may be looked for during the coming year.

BUREAU OF AGRICULTURE.

A brief summary of the general agricultural conditions during the last fiscal year may be interesting. The rice crop, one of the largest ever harvested, is estimated to have been fully 100 per cent greater than the crop of the proceeding year. The high price of rice led to the planting of a larger crop than usual, and the favorable weather conditions resulted in an increased yield per hectare. As a consequence of this unusually large crop, importations of rice decreased about ₱5,000,000, and better conditions have obtained in the rice-growing provinces.

Another effect of the short rice crop of the year 1912 was to increase the acreage of corn. The corn campaign of the Bureau of Education and the Bureau of Agriculture has also stimulated the use of corn as a food. This crop, maturing in a shorter time than rice, produces much better in dry seasons.

As regards sugar, conditions have not been so favorable. The sugar produced by the small mills was of rather low grade, and low prices continued throughout almost the entire year, although conditions were somewhat improved as the year closed. Sugar exports for the fiscal year 1913 increased approximately 30,000,000 kilos, although there was a decrease of nearly ₱2,000,000 in value.

The copra crop suffered severely from two causes—the unusual drought of the previous year, and the severe typhoons which occurred so generally throughout the copra districts. Few of the coconut plantations were actually destroyed; but as about twelve months elapse between the flower and the mature fruit, the trees affected by the storms are only now again coming into bearing. This falling off in the export was about 33 per cent,

but because of better prices the decrease in value was only about 28 per cent.

The tobacco crop was slightly greater than in the year 1912, and planters are beginning to give more attention to modern methods of growing and curing. The exportation of cigars has very largely developed—increasing from 175,000,000 to 207,000,000, while the exportation of leaf and miscellaneous tobacco is also rapidly increasing. The total exports of tobacco for the fiscal year amounted to ₱10,700,000.

The exportation of abacá reached the record figure in the history of the industry, owing to the unusually high price of the product. Although 6 per cent less was exported than in the previous year, its value was over 41 per cent more, the total exports amounting to more than ₱46,000,000. Owing to the severe typhoons and drought of last year, it is expected that the production of abacá will not be so large during the present year. Unfortunately the quality of the fiber and the cultural methods remain almost unchanged.

There was an increase in the exportation of some minor agricultural products—notably maguey, which increased about 84 per cent in quantity and 119 per cent in value over the exports of the preceding year. In many parts of the Islands there is a tendency to give more attention to crops other than those which have heretofore composed the great bulk of the exports.

GENERAL STATEMENT.

The work of the Bureau may be roughly divided into four classes: demonstration; public service; investigation; and dissemination of information. Of the public services rendered by the Bureau of Agriculture, the most important continues to be the campaign against rinderpest. This has consumed approximately two-thirds of the Bureau's appropriation, and prevented development in other important directions. We have prevented the introduction of this disease from foreign countries by the enforcement of strict quarantine regulations. This policy has met with determined opposition in many instances, but unless we cease to bring in this disease, it is almost useless to continue the expensive campaign against it. The measures used have been successful in eradicating the disease from Mindanao, the Visayas, and southern Luzon; in fact, at the close of the year there was no known rinderpest infection in the Philippine Islands south of the city of Manila. In all provinces where local officials have coöperated earnestly with the Bureau of Agriculture, the disease has either been entirely eliminated or very greatly reduced in amount; and of the towns infected at the

close of the year, a great proportion were in one province where such coöperation had not been had. This condition we hope has now been remedied, and better results are expected.

Another difficult problem has been the attempt to control the locust plague which has spread practically over the entire Archipelago. All available money has been expended, and much free labor given in the effort to exterminate this pest in thickly settled provinces and localities. Wherever there has been thorough coöperation, the damage has been minimized, if not entirely averted, but there are vast regions of grass lands which are uninhabited, and in these locusts breed. It is practically impossible, with the small amount of funds available, to follow flying swarms into all of these localities with a sufficient number of men to exterminate them. I believe that this pest cannot be exterminated until some natural enemy of the locust is found to aid in this work. An effort is being made to secure the services of a noted entomologist, who has made a thorough study of the eradication of insect pests by means of parasites, and the plague may perhaps be reduced through his efforts. But meanwhile the campaign must be continued with unabated vigor to save the crops in cultivated regions.

Another public service rendered by the Bureau is the improvement of the live stock of the Islands by the importation, production, sale, and loan of breeding animals. Considerable progress has been made in this field, and its effects may be seen in improved stock in many localities, but there is still room for great development of this work.

The Bureau has also made an effort to supply the people with first-class seeds, bulbs, cuttings, suckers, and plants. This seed and plant distribution reaches practically every municipality in the Archipelago, and is proving an important factor in agricultural development.

In the division of investigation, the work of the veterinary pathologist and of the entomologist should be mentioned. Each has completed a number of investigations, the results of which have been published, and are of considerable value in the control of animal diseases and insect pests. The rice investigations which have been carried on during the past five years have now reached a point which makes it possible to determine the varieties best suited to cultivation here; and, in some degree, a similar work has been done with corn. Experiments are also being made with abacá. At the Singalong experiment station alone more than a thousand varieties of vegetables and forage plants were tested during the year, and at the Alabang farm 134 varieties of bananas were permanently set out in trial plats.

At the Lamao experiment station, important experimental work is being carried on with many kinds of fruits and vegetables. Results of these experiments and investigations are published and disseminated among the farmers of the country. The publications issued include 13 numbers of the Philippine Agricultural Review, 5 bulletins, 7 circulars, and 3 reprints.

An effort has been made to introduce improved farming methods by the establishment of demonstration stations in thickly settled communities, where considerable numbers of interested persons have an opportunity of observing the application of modern systems. This demonstration work was thoroughly organized during the year.

DIVISION OF ANIMAL HUSBANDRY.

This division handles the live stock belonging to the Bureau, and purchases all large animals needed by the various branches of the Government. An order was placed during the year for a considerable addition to the present stock of high grade swine, stallions, cattle, and goats to be used in improving the respective breeds in the Islands. Experiments with the comparative values of different feeds and combinations of feeds for different classes of live stock have been continued. A detailed discussion of the results may be found in the report of the Director.

VETERINARY DIVISION.

During the year the staff of this division has been decreased by 4 veterinarians and 17 American live-stock inspectors, and increased by 14 Filipino inspectors. At the beginning of the year rinderpest was prevalent both in the Visayas and on the Islands of Luzon. Eleven provinces were known to have infection in thirty-five municipalities. Infection was known to exist in the Provinces of Surigao, Capiz, and Iloilo, while on Luzon the disease was confined, so far as was known, to the Provinces of Bulacan, Isabela, Laguna, Mountain, Pampanga, Pangasinan, Rizal, and Zambales. Of these, Bulacan, Capiz, Iloilo, Laguna, Mountain, Rizal, and Surigao were cleaned during the year, but to offset this, the Provinces of Cagayan, Ilocos Norte, Ilocos Sur, and La Union were known to be infected on June 30, 1913. During the year 4,731 cases of rinderpest with 2,787 deaths were reported. Seventy-two per cent of the new cases and 70 per cent of the deaths occurred in three provinces, namely, Pampanga, 1,785 new cases and 1,335 deaths; Zambales, 1,212 cases and 449 deaths; and La Union, 438 cases and 184 deaths. At the time of the greatest scourge of the

disease in these three provinces, there was not the degree of coöperation between the Bureau of Agriculture and the local officials which is necessary to combat it successfully. It is believed that this condition has been remedied in all these provinces. In Zambales and La Union, in fact, the disease is almost wiped out.

Cases of other forms of sickness—among them foot-and-mouth disease, surra, and glanders—were met with but occasioned no great loss. The Philippine Scouts have continued to render services of the same high efficiency, and the Philippine Constabulary has coöperated with the veterinarians in every possible way.

Much research work in both rinderpest and surra was done during the year. The fly which disseminates surra was discovered, and experiments looking to the prevention of the disease may now be more effectively carried on.

DIVISION OF AGRONOMY.

The work of this division included investigation of rice, corn, sugar cane, forage, and cover crops. Many varieties of rice have been discarded during the various tests which have been made during the past five years; and now the Bureau has only 128 varieties of lowland rice, of which 90 have given an average yield of more than 2,000 kilos per hectare for two or more years. Twelve of the better varieties have been distributed to planters for the purpose of making tests under field conditions, and 247 varieties of upland rice are being tested at La Carlota, Occidental Negros.

Many foreign varieties of corn have been tested, but none has been found which promises to give better results than some of the native varieties. It is possible, in some cases, to obtain heavier yields with varieties of "dent", but this corn is quickly destroyed by weevils, and, therefore, must be consumed immediately after the harvest.

Sugar production on a commercial scale has been discontinued at La Carlota, but experimental work with canes is being continued. The principal operations of this station, however, were with fiber crops.

DIVISION OF HORTICULTURE.

The work of this division includes the supervision of the Singalong experiment station, the Lamao experiment station, and the tobacco station at Ilagan. It also includes seed and plant introduction and distribution, the locust campaign, and other entomological work, and all horticultural investigations.

Singalong experiment station.—About two thousand tests of more than one thousand varieties of vegetables and plants were made at this station during the year. Not only were vegetable tests made, but it has been found economical to carry on a number of experiments with ornamental plants and flowers, and interesting results have been obtained. Several new first-class varieties of cannas, dahlias, and other bulbs suited to the climate have been added to the Philippine flora. The expense of propagating these plants was small, and they will be distributed to various Government institutions during the year. At this station also seeds and plants for the Lamao experiment station have been germinated and grown. During the year about 200,000 seedlings were raised, and some 1,700 varieties of seeds and plants are now in the process of propagation. It is estimated that the total number of roots, bulbs, cuttings, and living plants handled and distributed during the fiscal year from the Singalong propagating sheds is upwards of 400,000. A temporary shed has been provided for the rapidly growing orchid collection, and this shed now contains more than 600 plants which are to be used as exhibits in 1914. On the whole, the work at this station has been very successful and its cost remarkably low.

Lamao experiment station.—The propagation work at this station has been largely in citrus fruits, and every effort is being made to test, propagate, and distribute throughout the Islands a great number of the best citrus fruits of the world. In addition to many varieties native to the Philippine Islands, the standard varieties of America and India are now under observation, and most of the European varieties will soon be received and planted. It appears that quite 75 per cent of the foreign varieties of oranges, lemons, limes, and pomelos will prove adaptable to climatic conditions here. There is also a pineapple collection containing large numbers of various kinds ready for distribution. Work is also being done with avocados, mangos, papayas, vanillas, and numerous other plants.

Seed and plant distribution.—About three times as many varieties of seeds were handled as during the previous year, and the quantity nearly doubled. Over 1,600 collections were distributed to provincial governors, supervising teachers, and large planters who collaborate with this division. These special collections have contained from 50 packages to 25 kilos or more of seed in bulk, and it is believed that this class of distribution has been more beneficial to agriculture in the Philippines than all others, for the reason that the recipients possess a sufficient degree of intelligence or are favorably situated for properly developing the crop. About 12,000 collections have also been mailed from the

office to various parties upon request. Most of these were seeds of vegetables which had been tested and found adapted to local conditions. A large number of collections were also called for at the office itself. The provinces which requested the largest number of collections were Pangasinan (2,022), Ambos Camarines (1,331), Bulacan (1,270), and La Union (1,138). Germinating tests are made before the seeds are distributed, and lots which do not show more than 75 per cent of germination are not distributed.

FIBER DIVISION.

The activities of this division were of two kinds—investigation in the field, and experiments at stations. The work of the previous year was continued, and some new experiments with other varieties begun. During the coming year the experiments should reach a stage where the distinguishing characteristics of various species of abacá may be determined. There remains a great deal to be done, not only to determine the best species of fiber, but to secure the adoption of the best cultural methods. Unfortunately, the average quality of the abacá produced remains low and quite unsatisfactory. Only 10 per cent of the exportation of the past year can be classed above good current, while 72 per cent is below that grade. The results of tests made by this division indicate that 60 per cent should be above good current, and not to exceed 15 per cent below. This shows how large an opportunity there is for improvement in the quality of fiber produced.

Recently more interest has been shown in the kapok industry than formerly, and several plantations have been established in central Luzon. The demand for this fiber has definitely increased and there is opportunity for a large development of the industry.

Much work has also been done with cottons, maguey, and other fibers. This division is of increasing value to the people.

DEMONSTRATION AND EXTENSION DIVISION.

Demonstration stations are now located in Cebu, Bohol, Iloilo, Capiz, Batangas, Surigao, Rizal, Cavite, Laguna, Bulacan, and the Mountain Province; and Act No. 2226 passed at the last session of the Philippine Legislature will give a large impetus to this demonstration work. Its two principal features are the demonstration stations themselves, and the coöperative demonstration plots which are maintained in the neighborhood of these stations. The people have shown a real interest in this new activity of the Bureau of Agriculture, and it seems probable that great benefit will come from it.

During the year the Bureau requested the Manila Railway Company to construct a demonstration coach which could be used along its lines on the Island of Luzon. This the company did at its own expense. The car, which is designed to provide for exhibits of different crops and farm implements, is 14 meters long and 3 meters wide, and thoroughly stocked with photographs, maps, and charts illustrative of agriculture. The car has already been placed in service, and was visited by large numbers of interested farmers at various railway stations. It is under the charge of employees of the Bureau of Agriculture, who both lecture on pertinent topics and distribute carefully selected seed.

BUREAU OF SUPPLY.

Regular purchases made by the Bureau of Supply during the year amounted to ₱7,249,501.18, which were divided as follows:

Purchases of supplies locally (77.90 per cent of the total).....	₱5,647,621.87
Importations from the United States (18.95 per cent of the total).....	1,373,499.43
Importations from all other countries (3.15 per cent of the total).....	228,379.88
Total	7,249,501.18

Sales during the same period amounted to ₱7,001,095.83. This excess of purchases over sales was due principally to extensive buying of lumber for storage in the new lumber sheds on the reclaimed area. Ten of these sheds have been erected, and, although they do not furnish protection for all the lumber which the Government now has in stock, it is believed that ultimately the lumber piles can be reduced to the capacity of these sheds, and that they will furnish storage for an adequate stock of properly seasoned lumber.

Purchases made in the local market formed nearly 78 per cent of the total purchases made by the Bureau, and compare favorably with the 61+ per cent of last year. It has always been the policy of the department to purchase through local dealers, except in cases where such a method would be excessively prejudicial to the interests of the Government. This policy will be continued, and as the trade of the Islands expands and larger and more varied stocks are carried by local dealers, there is no reason why direct importations by the Government should not ultimately become almost negligible.

The earnings from surcharges during the past year amounted to ₱595,267.38, while the cost of operation was ₱488,816.50, leaving a gain of ₱106,450.88. The actual net profit of the Bureau,

however, was only ₱88,907.62 after deterioration of stock had been written off, and certain extraordinary charges met. At the close of the year there was on hand merchandise, the cost value of which amounted to ₱2,170,896.78, a decrease of ₱163,979.50 from that on hand at the close of business on June 30, 1912. The operating expenses for the year were 7.73 per cent of the net value of sales—a slight increase over that of last year. This increase was due largely to the decrease in the total amount of business transacted.

Hauling for the Bureau is now done exclusively by electric trucks which are charged at the division of cold storage, and render excellent service at a minimum expense.

It is again recommended that the supplies used by the Government be standardized. Requisitioning offices are at present permitted to ask for any brands of articles or supplies which may appeal to their particular fancy, and the Bureau is, in consequence, compelled to carry an excessively diversified list of small articles, and to purchase in small quantities. Some thorough-going method of standardization would undoubtedly result in considerable economy to the Government and greatly lessen the work of the Bureau of Supply.

The new buildings for the Bureau of Supply should be ready for occupancy before the close of this calendar year. After these buildings had been practically completed, it was found that the filled-in land upon which they are erected would not, without piling, support the load which it would be called upon to carry after the Bureau had moved in. In consequence, extensive piling and a new floor was necessary, and this work is just now being completed.

DIVISION OF COLD STORAGE.

Following will be found a statement of the receipts and expenditures:

The receipts were derived from sources as follows:

Cold storage.....	₱228,027.31
Ice	323,549.13
Distilled water.....	51,156.09
Electric current.....	15,226.67
Transportation	45.00
Lorcha rent.....	2,543.92
Miscellaneous	8,115.46
Sales of equipment.....	3,148.80
Sales or supplies.....	1,093.81
Sales construction account.....	757.72
Total receipts.....	₱633,663.91

EXPENDITURES.

Bills payable, previous fiscal year.....	₱33,717.36
Permanent improvements and equipment.....	82,411.94
Reconstruction of buildings.....	137,639.68
Operating expenses and supplies.....	342,375.31
Total payments	₱596,504.29
Excess of receipts over expenditures.....	37,159.62

Upon examination it was found that parts of the building in which the division of cold storage is housed had so deteriorated that there was danger of collapse. In consequence, the plant is being reconstructed as rapidly as possible, and within a few months the entire work should be finished. This work has been paid for out of the receipts of the plant, and has been carried on without greatly interfering with its ordinary business. When finished, the plant should be in better condition than at the time it was built.

BUREAU OF PRISONS.

On June 30, 1913, the prison population of the Philippine Islands, exclusive of municipal prisoners numbered 7,250 souls, or 340 more than on the corresponding date last year. Of this number 2,877 were in Bilibid Prison; 1,167 were in the Iwahig Penal Colony; 1,116 at Corregidor; 40 at Baguio; 42 at various Constabulary stations; 67 at the San Lazaro Hospital; 12 at the Hospicio de San José; 35 at the Lolomboy Industrial School for Boys; 25 at the Luneta police station; 10 Insular prisoners in various provinces; and 1,859 were confined in provincial jails. Comparison of the crimes for which prisoners were sentenced to Bilibid last year with those for the year preceding is interesting. During the last fiscal year there were 191 commitments for adultery, as compared with 54 for the year before—an increase of 120 per cent. Five persons were committed for brigandage as compared with 23 for the preceding year; and 199 for embezzlement as compared with 185 during the preceding year. The number of commitments for robbery increased 25 per cent, and for theft, 7 per cent. There was an increase of 30 per cent in the number of commitments for vagrancy, and a decrease of 30 per cent in those for robbery by band.

At the end of the year the prisoners were graded as follows: 1,830 first class, 719 second class, and 167 third class—the last being less than 6 per cent of the entire population of Bilibid.

COST OF MAINTENANCE.

The daily net cost of maintenance per capita at Bilibid Prison was ₱0.30268 as compared with ₱0.306 for the preceding year. The total net cost of maintenance per capita at the Iwahig Penal Colony was ₱0.36739 as compared with ₱0.369 for the preceding year. The total average per capita cost for prisoners during the fiscal year has been as follows:

American and European:	
Bilibid	₱0.34+
Bilibid Hospital.....	.27+
Filipino and Asiatic:	
Bilibid15+
Bilibid Hospital.....	.27+
Iwahig Penal Colony.....	.17+
Corregidor13+
Baguio and other stations.....	.15+

which is a per capita increase over the preceding year of ₱0.01+. This increase is accounted for by the large amount of rice which it was necessary to ship to the Iwahig Penal Colony because of the drought, and the high market price of rice last year.

BILIBID PRISON.

Industrial division.—The output of the industrial division for the year was ₱319,005.19—an increase over the preceding year of ₱12,893.42—with a net profit of ₱47,638.07. In addition there was paid to the prison for prison labor ₱41,100.15, which made the net profit to the Bureau of Prisons from payments to the industrial Division ₱88,738.22.

Education.—School work has been continued in the prison, one hour daily being given to each pupil with very satisfactory results. Many prisoners who entered the institution unable to speak English have completed the regular school work up to the fourth grade and are able to speak, write, and read English in an intelligent manner. There was a total enrollment in the schools of 1,667.

Religious services.—Religious services are conducted every Sunday by two regular chaplains and often by others representing the various religious denominations of the city of Manila.

Health and sanitation.—In general, sanitation has been improved by filling in the low land on the east side of the Prison, and health conditions have been good. The annual death rate from all causes was 29.88, but of this number 22.82 were from tuberculosis. A very large percentage of those committed to the prison come in an advanced stage of this disease. The hospital furnishes splendid opportunities for open-air treatment,

but in many cases, the disease is too advanced to permit of recovery.

PROVINCIAL PRISONS.

It is again recommended that prison wardens be required to take a course of instruction at Bilibid Prison. There is, however, a general improvement, both in the character and management of provincial prisons. Interest in the betterment of local prisons has been awakened in most provinces, and many provincial governors have shown a desire to improve prison conditions. Regular monthly inspections which for the last two years have been made by Constabulary officers have had an especial influence in turning attention in this direction.

IWAHIG PENAL COLONY.

A nearly complete change in the management and personnel of the penal colony was made during the past year. Capt. Charles L. Pitney of the Philippine Scouts was appointed superintendent, and Lieut. John W. Inglesby of the Philippine Constabulary, assistant superintendent. Under their management very many improvements have been made in the colony. One hundred and eighty-five hectares of land have been cleared and placed under irrigation; over 6,000 coconut trees planted; and 555,000 bricks manufactured during the year. The ice plant with cold-storage facilities has been completed, two new brigade buildings constructed, and a substantial seagoing launch purchased. One residence, an office building, a bodega, and seven new bridges have been built. A new fishing station has been established, the catch at which during the year was valued at ₱8,368.65.

The population of the colony on June 30, 1913, was 1,263, of whom 1,078 were penal colonists; 81 free and unconditionally pardoned colonists; 72 members of colonists families; 18 officers and employees; and 14 members of officers' and employees' families.

The settlers' division—that is, the division in which are placed those colonists who are given land to clear—has 157 hectares under cultivation, and is beginning to produce a considerable amount of crops.

It is hoped that during the next year permanent buildings may be begun on the new site, which is higher and better situated than that on which the temporary buildings now stand. A sanitary water system is now in contemplation, and it is proposed to clear a large amount of land, with a view to making the colony more nearly self-supporting.

HABITUAL CRIMINALS.

For four successive years this department has recommended the passage of a habitual criminal act. Such an act has several times been passed by one branch of the Philippine Legislature, but has failed of passage in the other. Attention is again earnestly directed to this important question. Such an act is in harmony with modern penology. We always have a considerable number of prisoners in Bilibid who have been sent there many times for trivial offenses. Many of them have been committed more than twenty and some at least thirty times since American occupation, for crimes which can only be punished by from one to six months of imprisonment. Immediately upon the release of these prisoners they reëngage in criminal practices. Most of the petty pilfering and porch climbing in the city of Manila is committed by criminals of this class; there is every reason why they should not be allowed to prey upon society, and the safety of the community is constantly menaced by their being at large. I desire to recommend again as earnestly as I may the passage of a law that will enable the courts to commit habitual criminals for a considerable time. The failure to provide such a law indicates a disregard of the public welfare, and is in no sense showing kindness to the criminal himself.

BUREAU OF PRINTING.

In touching upon the work of the Bureau of Printing for the fiscal year 1913, it is desired to call particular attention to the vocational training which it gives to a large number of Filipino boys and young men, who are enrolled as apprentices, and given opportunities to become skilled workmen in a trade of prime importance. From the point of view of the essential object of this Government, this is perhaps the most valuable work done by the Bureau.

The product of the Bureau for the year amounted to ₱928,075.56, and the cost of operation ₱845,072.50. The difference was deducted from the regular monthly bills of the various Bureaus and Offices. The outstanding obligations amounted to ₱676,601.36, while the property on hand as shown by an inventory was ₱952,096.79, exclusive of the Official Gazettes and public documents kept for sale, the selling price of which amounted to ₱148,572.45.

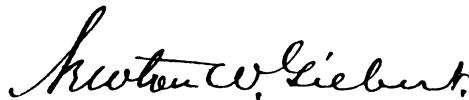
The number of orders executed during the year was 11,023. Of these, 7,292 were for the Insular Government, including the city of Baguio; 829 for the city of Manila; and 520 for the Federal Government and others.

A résumé of the personnel of the Bureau may be of interest. There were on June 30, 1913, 496 employees on the rolls. Of these 464 were Filipinos; 30 Americans; and two East Indians. Of the Filipino employees, 113 were craftsmen; 50 junior craftsmen; 115 apprentices; 1 machinist; 1 junior machinist; 2 press feeders; 5 carpenters; 2 painters; 35 clerks; and the remainder may be classified as laborers, messengers, and cocheros. It will be noted, therefore, that a large proportion of these employees are occupying important positions, requiring accurate knowledge of the various branches of the trade.

The increase in the business of the Bureau of Printing during the last ten years can perhaps be best illustrated by a comparison of the stock of various kinds used in the year 1903 and in the year 1913. In 1903 there were used 2,192 reams of book paper; in 1913, 5,478 reams; in 1903 there were used 3,006 reams of writing paper; in 1913, 8,501 reams. In 1903 there were used 48,530 sheets of cardboard and bristol board, and in 1913, 240,592 sheets. In 1903, 192,000 envelopes were used, while in 1913 the number had risen to 5,101,460. Yet the work has been carried on with no material increase of floor space. The building of the Bureau of Printing is now crowded beyond the point where work can be economically done, and it is besides so loaded with heavy machinery that the danger point has almost been reached. It is absolutely necessary to secure more commodious quarters, if the work of the Bureau is to be properly performed. The quarters are cramped, much overtime and night work is required, and the situation hinders economical production, and is detrimental to the health and efficiency of the employees. I earnestly recommend that a more suitable building be provided.

For detailed statements covering the operation of the several Bureaus in the Department, I refer you to the reports of the respective Bureau chiefs which are submitted herewith.

Very respectfully,



Secretary of Public Instruction.

To the PHILIPPINE COMMISSION.



